

## Chapter 4: LAND USE

### Discussion:

Effective land use planning helps reserve suitable areas for businesses or industries that may have special requirements, such as large areas of land or access to modes of transportation. Land use planning allows for the orderly provision of basic public services and facilities and provides more efficient movement of people and goods. A land use plan that integrates and mixes residential, commercial, and other types of uses creates a more dynamic, livable, compact community.

Through the “Our Valley Our Vision” project, the City found that public opinion and financial considerations call for changes to current development patterns in order to accommodate population growth without creating urban sprawl. Major changes to current land use development patterns include open space preservation, a greater emphasis on infill and redevelopment, and the creation of new, compact neighborhoods.

Areas of commercial redevelopment have been identified along the Yellowstone Corridor in Pocatello (at Alameda Road, Center Street, and Carter Street) and at the intersection of Yellowstone Avenue and Chubbuck Road in Chubbuck (**see Comprehensive Plan Map**). Additional areas have been identified for commercial redevelopment in Pocatello along the Main Street corridor (at Gould Street, south of Custer Street, and south of Center Street), as indicated on the Comprehensive Plan Map. Industrial and other employment opportunities also are anticipated along Yellowstone Avenue at the north end of Chubbuck, north of Highway 30 and south of I-86 west of Pocatello, and in the southeast area of Pocatello. New neighborhoods located in northwest Chubbuck, northeast Pocatello, and southeast Pocatello also have land suitable for commercial and industrial employment opportunities, as indicated on the Comprehensive Plan Map. These are the areas that are targeted by the Plan for attention to design, infrastructure, incentives, and accessibility.

A key component of the *Our Valley Our Vision* project was a technical analysis (included in the Technical Appendix, *Portneuf River Valley Build-Out Technical Analysis*, Shapiro and Associates, Inc. 2000) that examined the impacts resulting from four different growth patterns that could occur in the Portneuf River Valley over the next 20 years: current trend, scattered development, new neighborhoods, and new communities. Each scenario was assessed for its impact on transportation systems, water and wastewater systems, natural environment (agricultural land, wetlands, floodplains, steep slopes, and air quality), school capacity, and public services (police, fire, and parks).

Two of the development scenarios, new neighborhoods and new communities, were based on principles of “smart growth.” Smart growth is a form of development that promotes efficient use of land through compact development patterns and mixing uses so vehicle trips can be reduced and alternate modes of transportation can be practicable. Nationwide, many studies have shown that “smart growth” alternatives reduce the loss of agricultural and environmentally significant lands by providing alternate development patterns to sprawl. “Smart growth” development patterns also reduce capital facility costs. Additional community workshops were conducted to help refine the concept plan for development in the region, resulting in a composite scenario that combined elements of the new neighborhoods and new community’s scenarios.

A key implementation strategy identified in the *Our Valley Our Vision* project is the use of an Urban Services Boundary (USB) to identify where public facilities will be extended in the 20-year time frame

of the plan. The USB defines the lands that are to be urbanized and the lands that are to remain in rural use. Through intergovernmental agreements with the County, the cities of Pocatello and Chubbuck can implement the USB and restrict development on agricultural and rural lands surrounding the communities.

**Buildable Lands Analysis/Land Needs.** The results of the buildable lands analysis and baseline assumptions regarding growth were used to target land-use needs for commercial and industrial land, schools and parks, and residential land. Table 4-1, below, summarizes the land-need targets for Pocatello and Chubbuck. Land-need figures include an additional 25% for street rights-of-way and public land. The projected need for industrial land within the region is 230 acres, but a total of 573 acres has been allocated for future industrial use. Additional industrial lands are provided to accommodate the potential for changing market conditions.

**Table 4-1: LAND-Needs Targets**

Land Use	Projected Growth	Density/Size	Land Needs
Residential	9,620 housing units	Average 6,000 sq. ft./unit	1,451 acres
Commercial	5,400 jobs	70 employees/acre	95 acres
Office/Services	8,100 jobs	70 employees/acre	146 acres
Industrial	4,500 jobs	24 employees/acre	230 acres
Schools		8 - 10-acre elementary schools	80 acres
		2 - 25-acre middle schools	50 acres
		1 - 50-acre high school	50 acres
Parks	20,000 people	5 acres/1,000 persons	110 acres
<b>TOTAL</b>			<b>2,212 acres</b>

Because there is an abundant supply of vacant or underutilized commercial and industrial property within the region, it is assumed that 75% of the new jobs will be located within existing urban areas or within redeveloped areas, while 25% will be located in undeveloped areas. Industrial and other employment opportunities are expected to occur along Yellowstone Avenue at the north end of Chubbuck, north of Highway 30 and south of I-86 at the western side of Pocatello, and in southeast Pocatello.

As part of the “Our Valley Our Vision” project, an initial analysis determined how much land was available in the region to accommodate projected population growth (based on the zone districts that existed at that time). Within the area of impact for Pocatello and Chubbuck there were 29,743 acres of buildable residential land and 4,244 acres of buildable commercial or industrial land. However, land within the Area of City Impact that could reasonably be developed is much less.

The urban services boundary (USB) includes land where services can be expanded and deliberately avoids environmentally constrained or unbuildable lands. The USB still includes a sufficient supply of vacant and buildable lands for development projected to occur between 2000 and 2020. Table 4-2 presents a summary of the supply of vacant and buildable lands within the Pocatello USB by 2001 Comprehensive Plan District.

**Table 4-2: LANDS within the Urban Services Boundary (USB)**

<b>2001 Comprehensive Planning District</b>	<b>Vacant Buildable Land within USB</b>
Residential Low Density	4,950 acres
Residential High Density	710 acres
Mixed Use	440 acres
Commercial	300 acres
Employment	1,575 acres
Public	880 acres
<b>TOTAL USB</b>	<b>8,855 acres</b>

The land-need targets summarized in Table 4-1 and the vacant and buildable land within the USB identified in Table 4-2 confirm that the amount of buildable land within the USB far exceeds that necessary to accommodate growth anticipated by 2020. When comparing land needs and buildable land within the USB, it should be recognized that not all of the buildable land will be immediately available on the market; however, it is assumed that in the future, buildable land will become available.

### **Comprehensive Plan Map - Plan Designation**

The Comprehensive Plan Map provides direction for how land is to be used within the Portneuf River Valley region. The Map includes six basic categories of land use, which are described briefly below:

**LDR — Low Density Residential.** The Low Density Residential plan district is intended to support zoning districts allowing a range of housing types at low densities. The LDR district also allows public and quasi-public uses such as parks, schools, and some public facilities.

**MDR — Medium Density Residential.** The Medium Density Residential plan district is intended to support zoning districts that maintain an appropriate mix of single household dwellings and multiple family dwellings at medium densities in a defined geographic area. The MDR district also allows public and quasi-public uses such as parks, schools, and some public facilities.

**HDR — High Density Residential.** The High Density Residential plan district is intended to support zoning districts that provide a range of housing at higher densities, particularly multi-family uses. The HDR district also allows public and quasi-public uses such as parks, schools, and some public facilities.

**MU — Mixed Use.** The Mixed-Use plan district is intended to support zoning districts that allow a mixture of compatible residential and commercial uses. The MU district also allows public and quasi-public uses such as parks, schools, and some public facilities.

**C — Commercial.** The Commercial plan district is intended to support zoning districts that allow commercial uses. The C district also allows second-story residential uses, most community service uses, public and quasi-public uses such as parks or schools, and some public facilities.

**E — Employment.** The Employment plan district is intended to support zoning districts that allow industrial and high-density office parks. The E district allows some accessory commercial uses, public and quasi-public uses such as parks or schools, and some public facilities.

**Plan District - Zone District Conversion Table.** Table 4-3 below indicates which zoning districts shall be allowed within each plan district. Only the zoning districts listed in the table shall be allowed in the

corresponding plan districts as shown on the Comprehensive Plan Map. When annexation of land occurs, zoning that matches the property’s plan designation shall be assigned.

**Table 4-3: Plan District-Zone District Conversion**

<b>Plan Designation</b>	<b>Zoning District Permitted</b>
LDR - Low Density Residential	R-1 - Single Family Residential R-2 - Limited Residential
MDR - Medium Density Residential	R-2 - Limited Residential R-3 - General Residential
HDR - High Density Residential	R-3 - General Residential R-4 - Dense Residential
C - Commercial	C-1 - Limited Commercial C-2 - General Commercial
E - Employment	C-2 - General Commercial I - Industrial
MU - Mixed Use	R-1, R-2, R-3, R-4, C-1

**Neighborhood Refinement Plans.** Neighborhood Refinement Plans provide a more focused plan for a specific portion of the City. In areas identified for New Neighborhoods on the Comprehensive Plan Map, a Neighborhood Refinement Plan must be prepared prior to new development. The City may also use Neighborhood Refinement Plans to coordinate development in other appropriate areas in the City. Neighborhood Refinement Plans are intended to serve as master plans for land development or redevelopment and are typically applied to large areas with multiple parcels.

**Overlay Zones.** Overlay zone districts place additional requirements on portions of existing (or underlying) zone districts. The standards for the overlay district are effectively added to the standards of the original zone district. Overlay zone districts are often used to protect environmentally sensitive areas or historic resources with geographic boundaries that do not coincide with underlying zoning districts.

Chubbuck has established the following overlay zone districts:

**Hillside Overlay -** This overlay minimizes hazards and risks of development on hillsides associated with soil instability, help prevent soil erosion, and protects the natural and scenic character of hillsides and ridgelines.

**Water Resource Overlay -** This overlay protects wetlands, streams, and riparian corridors, and aquifer recharge areas.

**Historic Preservation Overlay -** This overlay promotes the general welfare of the public through the preservation and protection of buildings, sites, monuments, structures, and areas of historic importance or interest within the City.

**Pedestrian Area Overlay -** This overlay promotes a mix of retail, service, office, employment, and housing opportunities at key locations where concentrations of activity will encourage a pedestrian-oriented environment.

**New Neighborhood Design Overlay** - This overlay ensures that New Neighborhoods are developed in a manner that promotes neighborhood livability and a pedestrian environment that is safe, convenient, and interesting. It also promotes a mix of uses and an interconnected transportation system within New Neighborhoods.

**Neighborhood Refinement Plan Overlay** - This overlay allows development and approval of Neighborhood Refinement Plans within the City and the USB. A Neighborhood Refinement Plan is a detailed master plan applied to one or more parcels to coordinate and direct development in terms of transportation, utilities, open space, parks, and land use.

## **Regional Vision Statement**

*In the year 2020: Chubbuck and Pocatello have effectively accommodated growth in a proactive manner by encouraging new “infill” development within existing urban areas and selectively adding new neighborhoods on vacant land at the edges of the urban area.*

*This dual emphasis on infill and new neighborhoods has helped the region curb costly, unplanned sprawl and produce a smarter approach to development. Smart development has resulted in revitalized neighborhoods, a better mix of residential and commercial land uses, and a more walkable community. Redevelopment of underutilized sites also has contributed to the revitalization of older areas within the region. Public-private partnerships and financial incentives have helped make such redevelopment feasible.*

## **Our Goals**

**Goal 1: Direct urban growth to urban infill areas.**

### **Chubbuck Vision Elements**

1. Ability to provide security
2. Home-town feel versus suburban-type sprawl;
3. Need and ability to manage growth
4. Community values that include fiscal responsibility

### **Issues Addressed**

1. Establishing greenbelt and protecting farm land
2. Energy efficiency
3. Controlling cost of government services
4. Aesthetics — if displeasing sprawl is controlled
5. Aesthetics — if a sense of place is developed

The Urban Service Boundary depicted on the Regional Growth Management Plan Map depicts where the City plans to extend public services in the future. Areas targeted for infill and redevelopment are illustrated on the Regional Growth Management Plan Map.

### **Objective 1.1**

Strongly protect prime agricultural land from development sprawl.

#### **Policy:**

- a. Coordinate with Bannock County to strongly protect prime agricultural lands.
- b. Make careful assessment of the costs and benefits of annexation.
- c. To discourage sprawl and promote compact development patterns, all new development projects shall be located within the City limits and the USB. All new development shall be

provided with adequate public facilities and services, including water, sewer, roads, parks, schools, police, and fire protection.

**Strategy:**

- a. Adopt and maintain an Area of City Impact agreement with Bannock County to implement the USB and protect prime agricultural land. The Area of City Impact agreement shall discourage land subdivision in the county, particularly in areas outside the City limits but inside the USB.

**Objective 1.2**

Coordinate the provision of public services and infrastructure with proposed land use.

**Policy:**

- a. Establish a twenty-year, phased public service extension program within USB.
- b. Prohibit the extension of City services outside the USB.
- c. Take advantage of the existing investment in infrastructure by encouraging infill and redevelopment projects.
- d. Use impact fee reductions, fee waivers, or tax credit strategies to encourage infill and redevelopment projects.

**Strategy:**

- a. Guide the location of development through use of the USB and utility phasing.
- b. For infill of underutilized property, consider innovative approaches for the provision of access and utilities.

**Objective 1.3**

Make investment in infill and redevelopment more attractive than sprawl.

**Policy:**

- a. Permit increased residential densities in areas where infill and redevelopment are targeted.
- b. Create housing compatibility standards and incentives to encourage compatibility with surrounding neighbors.
- c. Develop special access and development standards to encourage infill on isolated underdeveloped lots.
- d. Offer public incentives or funds for infill and redevelopment to assist with parking, housing, other improvements, or to develop a demonstration project.
- e. Educate area developers about the value of infill, and respond to the obstacles they perceive to infill investment.

**Strategy:**

- a. Create public-private partnerships to promote infill, redevelopment, and mixed-use projects.

**Goal 2: *Improve residential neighborhoods and ensure their orderly and financially sound development.***

**Chubbuck Vision Elements**

1. Home
2. Clean and secure city
3. Growth management

**Issues Addressed**

1. Security — if access for police and fire is improved or established
2. Land use regarding encroachment
3. Fiscal responsibility in providing Government service

**Objective 2.1**

Improve the appearance of residential areas.

**Policy:**

- a. Increase code enforcement efforts through reemphasis or expansion of the existing code enforcement position, and provide necessary training in land use law as funds are available.
- b. Maintain a high standard of property maintenance.

**Objective 2.2**

Balance the provision of access to residential areas with the maintenance of privacy in residential areas.

**Policy:**

- a. Plan for future rights-of-way, map them, and secure them through development exactions and other means that may be available. **(See Transportation Element)**

**Objective 2.3**

Raise pride of place through provision of amenities **(See Recreation Element)**

**Policy:**

- a. Develop a meaningful park and trail system plan.
- b. Encourage the participation of neighborhood residents and groups in the production of plans and improvements.

**Objective 2.4**

Create safe, interesting, and walkable neighborhoods.

**Policy:**

- a. Develop a neighborhood Plan District for the northwest area of Chubbuck identified as a new neighborhood on the Regional Growth Management Plan.
- b. Use the neighborhood design principles outlined in Chapter 6, Objective 3.2, Policy a, to guide the development of neighborhood refinement plans.

***Goal 3: Provide convenient commercial service locations and limit their adverse impacts on transportation systems, residences, and visual integrity.***

**Chubbuck Vision Elements**

1. A clean city,
2. Growth management;
3. Balancing individual needs and community values.

**Issues Addressed**

1. Land use and Transportation in protecting residential areas from commercial impacts;
2. Aesthetics;
3. Economic development in providing better areas for commerce.

**(See Future Land Use Designations Map and Neighborhood and Communities Map)**

**Objective 3.1**

Adopt appropriate commercial zoning to allow for a variety of commercial goods and services at community centers, which should be located within walking distance of residents of one or more neighborhoods.

**Policy:**

- a. Adopt appropriate Neighborhood Commercial zoning to allow small-scale commercial development at neighborhood centers that serves the daily needs of neighborhood residents.

**Objective 3.2**

General Commercial zoning should be located between communities or at a community center, at the intersection of principle arterials, or on Yellowstone Avenue between Quinn Road and Siphon Road.

**Policy:**

- a. Base commercial development locations on concepts identified on the Regional Growth Management Plan Map and land use designation on the Chubbuck zoning map
- b. Provide for access to the Yellowstone commercial corridor by alternative transportation modes from residential areas.
- c. Improve access to commercial development along Yellowstone Avenue. (U.S. 91)
- d. Adopt development standards to prevent the dangerous proliferation of driveways and curb cuts onto roadways within the City.

***Goal 4: Expand light manufacturing and industry location opportunities and require the environmental sensitivity of these firms.***

**Chubbuck Vision Elements**

1. A clean city
2. Home-town sensibility
3. Growth management
4. Community values for the environment

**Issues Addressed**

1. Economic development

**Objective 4.1**

Zone appropriate areas for industrial and warehousing uses.

**Policy:**

- a. Locate industrial zones in areas that are environmentally suitable.
- b. Locate industrial zones in proximity to necessary rail and highway access.
- c. Wholesaling and warehousing: Should not be located on main design corridors such as Yellowstone Avenue and Chubbuck Road, but on secondary design routes with truck access such as Burley Drive.
- d. Industrial sites should generally be 5.0 acres or larger, with level topography.

**Objective 4.2**

Encourage cooperation between local industry, Idaho Division of Environmental Quality, Chubbuck policy makers, and code enforcement officials.

**Policy:**

- a. Sponsor environmental workshops with IDEQ code enforcement officers and area businesses to discuss new regulations, solutions to existing problems, and other matters.
- b. Develop and enforce industrial performance standards on dust, light, signing, noise, operating hours, traffic, and other negative effects, particularly on major design routes.
- c. Provide for adequate wholesale and warehousing support for these industries.

**Goal 5: Encourage compatible land uses.****Vision addressed**

1. Security
2. Value of home

**Issues addressed**

1. Land use in addressing residential security
2. Economic development in assuring adequate and unprotected places to develop a commercial establishment.

**Objective 5.1**

Encourage a transition of land use from low-intensity land uses (i.e., residential, quasi-public park) to higher intensity land uses (i.e., commercial and industrial). Purposefully arranged land use transitions avoid conflicting uses while keeping distances between uses short enough to facilitate communications, transportation, and human activity between them.

**Policy:**

- a. Adhere to land use designations on the Comprehensive Plan Map.
- b. Use a combination of zoning, performance requirements, site planning, and transportation routes to create the highest level of compatibility between adjacent uses while retaining a complementary mix of possible uses within neighborhoods and communities.
- c. Make use of planned unit developments (PUD) to accommodate development on tracts with difficult shape or location.
- d. Closely work with residents and business owners to develop refinement plans that define acceptable uses and appropriate performance standards.
- e. Develop performance standards on dust, light, signing, noise, operating hours, traffic generation and including a required 360-degree design on buildings and sites in some key locations such as neighborhood commercial districts at community centers.
- f. Encourage residential infill in suitable locations.
- g. Ensure an adequate supply of commercial land sensitive to market needs.

**Objective 5.2**

Encourage a mix of compatible uses in new neighborhoods and in redevelopment areas.

**Policy:**

- a. Use design standards to encourage compatibility of mixed use development with surrounding areas.
- b. Locate mixed-use areas along Yellowstone Avenue and in new neighborhood centers.